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1-MAR1991

CENT SEC

From: Mr J F Walker
CCRU

28 February 1991

To: Mr N Hamilton ✓
Mr T McCusker

NICRC - SECURITY POLICY PAPER

1. Attached is a second draft of the paper, prepared by Mari Fitzduff. You will see that the working group, of which I am a member, is to meet to discuss the paper on the morning of 4 March.
2. I should be grateful for any comments you might have on this re-draft.

J F Walker

J F WALKER

JW913/2

① Accountability = CONFIDENCE
IN THIS PAPER. IN SECTION 4.

- (i) Not proven
- (ii) Not accurate
- (iii) Not likely to make progress!

Pick winner HERE

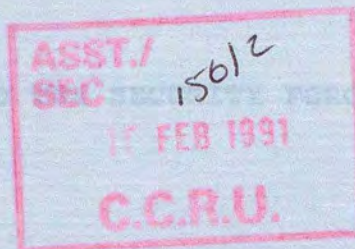
② It takes away from excellent material
in paras 5, 6 & 7.

③ Too many 'allegations' ~~do~~ not help
the credibility of the paper

COMMUNITY RELATIONS COUNCIL

MF/HS

15th February 1991



Dear John, *15/2*

I have reviewed the initial security document drawn up for the meeting on 1st February in the light of comments at the last meeting, and a subsequent talk with C Ryder, and am enclosing it for your attention.

My suggestion is that the working group should meet at 11.00 a.m. on the date of the next Council meeting, i.e. March 4th. The Minister will be coming at 12 noon and that should give us enough time to review the document and plan the next steps in using it.

At the last Council meeting it was suggested that any Council members who were interested in joining the group should notify the Director. Hugh Frazer has indicated an interest, and so I am sending him the relevant documents and an invitation to join us on the 4th.

Quintin Oliver has indicated that he will be away in the United States for the next four months, and so will not be able to attend.

Regards,

Mari

Mari

Encl:

(Different comments)

DRFT2: COMMUNITY RELATIONS AND THE SECURITY FORCES.

COMMUNITY RELATIONS WORK AND THE SECURITY FORCES.

1. INTRODUCTION.

1.1 The Community Relations Council recognizes that by and of itself its work can only be useful as one part of a strategy designed to address the multi-layered problems that face Northern Ireland. Because the problems are related, such a strategy must include parallel progress in a number of areas. It has identified a priority of areas in which parallel work needs to be developed. (1)

1. INTRODUCTION.

2. COMMUNITY RELATIONS AND THE SECURITY FORCES.

3. SCOPE OF THE DOCUMENT.

1.2 The recognition of the necessity for a multi faceted approach echoes that of Her Majesty's Government. While the prongs of such a strategy are differently phrased, they normally include the following:

4. CONCERN OF THE COUNCIL.

5. OBJECTIVE OF THE WORK.

6. BACKGROUND economic policy designed to address community differentials.

7. STRATEGY. for political development, which intends to secure the transfer of authority and power to local politicians.

8. CONCLUSION

d) A community relations policy, designed to improve community relationships at all levels throughout Northern Ireland.

REFERENCES

1.3 The Council believes that its work can both affect positive developments on all of these fronts, and in turn be affected if they fail to be pursued. Hence, in its Strategic Plan (1991-4) the Council expressed its intention to develop policy statements about particular areas of such parallel work. It was agreed that such policy statements would be used to identify possible areas of cooperation with bodies pursuing such work, where such cooperation was seen as appropriate, or necessary, to the work of the Council.

1.4 The Council accepts that substantial resources have been put into developing areas of parallel work. However it believes that what has been consistently missing has been adequate recognition that the success of the work in the various fields cannot happen effectively without extensive cooperation between the bodies working in the different areas. This is because work happening in one area can often

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COMMUNITY RELATIONS WORK AND THE SECURITY FORCES.

1. INTRODUCTION.

1.1 The Community Relations Council recognizes that by and of itself, its work can only be useful as one part of a concerted strategy designed to address the multi-layered problems that face Northern Ireland. Because the problems are related, such a strategy must include parallel progress on many fronts, and in its Strategic Plan (1991-4) it has identified a variety of areas in which parallel work needs to be developed. (1)

1.2 The recognition of the necessity for a multi faceted approach echoes that of Her Majesty's Government. While the prongs of such approaches are variously phrased, they normally include the following:

- a) A security policy, whose aim is to secure the end of terrorism.
- b) A social and economic policy designed to address community differentials. *strengthens the economy, largest need*
- c) A policy for political development, which intends to secure the transfer of authority and power to local politicians.
- d) A community relations policy, designed to improve community relationships at all levels throughout Northern Ireland.

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1.4 The Council accepts that substantial resources have been put into developing areas of parallel work. However it believes that what has been consistently missing has been adequate recognition that the success of the work in the various fields cannot happen effectively without extensive cooperation between the bodies working in the different areas. This is because work happening in one area can often

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fundamentally affect work happening in another. For this reason the Council believe that respectful and effective cooperation between bodies working in the parallel fields is of the utmost importance.

2. COMMUNITY RELATIONS AND THE SECURITY FORCES.

2.1 A major front on which the Council believes there needs to be parallel progress is in the field of security i.e. the task of continuing to develop within Northern Ireland consent and confidence in the security forces.

2.2 This document concentrates on the necessity for cooperation in particular between the security forces and the Community Relations Council in the hope that this will be of assistance to both bodies in obtaining their objectives. The Council does not believe that these objectives can be achieved separately, and that policies and practices designed to strengthen cooperation between them can only be of benefit to all.

2.3 The document is an internal document of the Council, and is not designed for public use. It is designed both to assist the Council in thinking through its policies on possible cooperation with bodies concerned with security, and as a tool in helping to develop discussions about such cooperation with the various bodies concerned with security issues in Northern Ireland.

3. SCOPE OF THE DOCUMENT.

3.1 The document confines itself to matters directly concerned with the work of the security forces e.g. the Police, the Army, and the U.D.R. in practically securing law and order within Northern Ireland. It does not concern itself with the various legislations particular to N.Ireland such as the P.T.A. and the E.P.A, nor with the Administration of the Courts. It accepts that such legislation is often seen as contentious (as witnessed in the documentations by S.A.C.H.R., Lord Colville, and the C.A.J.) and believes that their continuance needs to be constantly kept under review. However, the more immediate concern of the Council is with the nature of the interaction between the various security forces and the communities, and the productive, or non-productive nature of that interaction.

IS THIS
NECESSARY AT ALL?
IT IS CONTROVERSIAL

Too many
conclusions & no
facts or
justification

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4. CONCERN OF THE COUNCIL.

4.1 The council must at the outset express a concern it has about the production of any policy document on security policy and practice. It is very aware of the extensive work done by organisations such as S.A.C.H.R. and C.A.J. and persons such as Lord Colville, who have spent much time and effort in observing, commenting upon, and making suggestions for improvements in the policy making and the practice of the security forces. Occasionally their work appears to bear fruit and the recent statement by Dr. Brian Mawhinney about the introduction, in the light of their recommendations, of an independent element regarding complaints against HM Forces is one such instance. Frequently, however, many of their suggestions go unimplemented. Such non-implementation suggests to the Council that there is a need for such evaluations to be made on a firmer contractual basis between the security forces and such groups, or with another group agreed upon by the relevant security forces, ministerial bodies, and lay authorities. It is possible that such a body could be e.g. a Police Authority with wider powers. If the implementation of suggestions for improved practice is continually left to the discretion of the security forces themselves, it fosters the substantial feelings existing in many quarters about the unaccountability of the security forces.

4.2. The council believes that accountability within the security forces is perceived to be too tightly located within the structures of the security forces themselves. This perception leads to feelings of helplessness on the part of responsible bodies such as S.A.C.H.R. (and the Community Relations Council itself) and raises grave questions for such organisations about the exact nature of who is in charge of security policy in Northern Ireland. Following on such a disquiet is the difficulty for such bodies of understanding how to make representations of either an advisory, or challenging nature to the responsible policy makers in the field of security.

4.3 The Council therefore believes that the role of any body seeking to cooperate with the security forces will be limited unless such major issues of accountability, and responsibility are addressed. It believes that creating initiatives and mechanisms that will increase the general and specific accountability of the security forces to be a priority, and it believes the creation of such to be a prerequisite to any other work that the Council might suggest.

The big bang
theory

This is not
an, I am
afraid

Not true

Very
controversial
indeed

Does it

S.O.S!

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4.4 Notwithstanding such doubts, it nevertheless believes that it has a duty to begin to define what it sees as a possible role for it in cooperating with the security forces, in particular in relation to what the Council may be able to contribute in assisting the development of better community relations between the forces and the community.

4.5 It addresses such a task in the belief that such work with the security forces is crucial to both its own goals and that of the forces; in the belief that the security forces should not be excluded from the offers that the Council is making to other bodies about positively cooperating on developing such community relations work as is appropriate to their functions; and in the hope that the knowledge and skills deriving from the extensive work undertaken by the Community Relations Council at many levels of the community over the past year may be of some interest and benefit to the security forces.

5. OBJECTIVE OF THE WORK.

5.1 In seeking to cooperate with the security forces, the council would see its aim as being:

'To increase understanding, respect and cooperation between the security forces and the communities in Northern Ireland.'

6. BACKGROUND

6.1 In seeking to pursue this aim, the Council recognises that there is a significant degree of alienation towards the security forces among certain communities in N.Ireland. A recent report shows that such distrust exists not only in Nationalist areas, but also within some working class Protestant areas. Beliefs by Nationalist that they are discriminated against by the police persist (45%), and in particular belief about U.D.R. bias (70%). The report also shows that many Protestants share this belief about security force bias against Catholics (e.g. 45% of Protestants believed that the U.D.R. were biased against Catholics). In a Protestant community studied the researchers noted that there even there confidence in the police was lacking - and the study suggested that the police were careless about gaining the goodwill of the community.⁽³⁾

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6.2 The Anglo Irish Agreement acknowledged the many priorities needing to be addressed at security force level. Under the Anglo Irish Agreement both the British and Irish Governments agreed on a need for a programme of special measures for N.Ireland, in particular the need to alert the security forces to the necessity to demonstrate sensitivity and respect in dealing with all members of the community, in the pursuance of improved community relations between the security forces and the community. Measures suggested were new consultative machinery, improvements in the complaints system, and action to increase the proportion of Catholics in the R.U.C. *Pen through*

6.3 The Council is aware of the conflict on the part of those concerned with security policy between the necessity to protect civil rights, and the sometimes perceived need to permit departures from normal procedures to contain political violence. This conflict accounts for the perceptions by some concerned persons of the police as shackled by political constraints in the war against terrorism (a view repeatedly expressed by the Police Federation itself) and the perception by concerned others about the operation of an overly repressive security policy, which is sometimes seen as going beyond the bounds of legality. ?

Not just style. 6.4 The Council is also aware of the differing styles of police and army approaches to security issues e.g. the policy of police primacy, and the criminalisation of actions committed from allegedly political motives versus a methodology informed by the exigencies of counter-insurgency, and the problems that this, and the existence of agency rivalry poses to agreed and improved practice.

7. STRATEGY.

7.1 In striving to pursue its aim of improved understanding, respect and cooperation between the security forces and the communities within which they operate, the Council believes there is a need to pursue a strategy designed to achieve an increase in the factors outlined below. It does so because it believes that success in increasing these will significantly contribute towards the achievement of the above aim in relation to the security forces. It also recognises, in suggesting them that many of them are not goals set for the particularity of the N.Ireland situation, but for police forces anywhere in any democratic society.

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7.2 KNOWLEDGE i.e. the need for:

- Adequate and accurate information by communities about the extent, power and accountability structures of the security forces.
- An understanding by all communities of the long and short term strategy of the British Government in relation to the continued existence and use of the various sections of the security forces in Northern Ireland, and how this fits in with the overall Government strategy in relation to Northern Ireland. (4)

7.3 COMMUNICATION i.e. the need for:

- Structures for open and honest communication between communities and the security forces about the issues that they feel need to be addressed, and the development and agreement about appropriate ways to address them.

7.4 RESPECT i.e. the need for:

- A willingness on the part of both communities and security forces to explore persisting prejudice and stereotyping that they may have in relation to each other, replacing such with knowledge based on reality.
- An acceptance that the existence of differing cultures and differing political realities or aspirations should be accommodated within any relevant community structures, and the policing of activities arising from such loyalties (e.g. of marches) seen to be dealt with impartially.
- Encounters of a necessary security nature e.g. road blocks, searches, detentions, to be based on precise knowledge, and not on generalised stereotypes about names, territory, age, class, etc.

7.5 UNDERSTANDING i.e. the need for:

- An agreement by communities that good policing is a necessary component of stable community life, and is essential in maintaining order and reducing crime.
- An understanding that judgements made by security forces will be based on principles and not swayed by particular loyalties to any one traditional community.

This is a
exclusion, not
a strategic
objective

???

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- A clear understanding between communities and security forces that the struggle to defeat paramilitary forces does not negate their aspirations (whether of nationality or of social/political order) but only their methods e.g. of violence.

7.5 CO-OPERATION i.e. the need for: January 15th 1991.

- Agreement between community and security forces about appropriate ways forward in the development of a policing, security (and associated legal systems) in which all sections of the community can feel trust and confidence.
- The development of structures for handling divisive issues constructively, and an acceptance by both security forces and communities that such structures can be developed in many differing ways, and not merely through existing security force power, or paramilitary power.

8 CONCLUSION

- 8.1 The Community Relations Council acknowledges the work that the security forces have done in attempting to improving their relationship with the communities. However, it is the Council's belief that all organisations, and particularly those with as powerful a role as the security forces, need to look for further ways of extending their work in improving community relations. In pursuing such further development the Council believes that it can, in various ways, assist the development of productive strategies with the relevant agencies, and it would appreciate an opportunity to discuss possible areas of cooperation with such bodies.

References:

DRFT2: COMMUNITY RELATIONS AND THE SECURITY FORCES.

- 1) Strategic Plan of the Community Relations council 1991-4.
- 2) Statement by Dr. B Mawhinney January 15th 1991.
'Complaints against HM forces in Northern Ireland:
Consideration of introduction of an independent element'
- 3) 'Violence and Communities' Centre for the Study of
Conflict, University of Ulster.1990
- 4) A useful start in this direction seems to have been the
'Statement of Security Policy' issued by the secretary of
State November 1990.

1. OBJECTIVE OF THE WORK.

2. BACKGROUND

3. STRATEGY.

4. CONCLUSION

REFERENCES